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ABSTRACT

The change from the Elementary and Secondary Education Act to Chapter 1 of the Education Consolidation Act raises issues concerning reading programs covered by the act. The purpose of both laws is to meet the special needs of educationally deprived children. The laws are similar in that they (1) promote teacher and parent involvement; (2) contain a mandate for a needs assessment, with a determination to identify specific objectives of the program; (3) specify the program be designed with sufficient size, scope, and quality; (4) mandate that educationally deprived children who have the greatest need be identified for service; (5) provide for the purchase of instructional materials to support the reading program; and (6) mandate evaluation. Nevertheless there are some differences between the two laws. In the Chapter 1 law, the role of parental involvement has been significantly diminished. Furthermore, the evaluation requirements for Chapter 1 are less specific since the law does not provide for aggregating the data across communities or states. (An appendix compares the two laws as they address the organizing elements of an instructional program in reading.) (HOD)

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A Local Perspective on the New Chapter 1 Law: What is the Impact on Instructional Programs?

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International Reading Association 4th Eastern Regional Conference,
Boston, MA December 4, 1982

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A Local Perspective on the New Chapter 1 Law:
What is the Impact on Instructional Programs?

With all the rhetoric involved in the superceeding of Title I of the Elementary and Secondary Education Act by Chapter 1 of the Education Consolidation and Improvement Act, I would like to raise the question:

> How have the Title I (now Chapter 1) instructional programs in reading in local school systems been effected by the change in the law?

The aspects of the Title I (now Chapter 1) law which relate to Chapter 1 reading programs concern issues of organization and management of reading programs. Any effective instructional program in reading, regardless of the funding source, should look at a number of different elements in order to organize a successful program. Some of these elements are:

1. Purpose of the program
2. Teacher involvement/Parent involvement
3. Needs assessment
4. Objectives
5. Scheduling
6. Student selection
7. Materials
8. Evaluation
9. Securing professionally qualified staff

Let us examine how each of these organizational elements is addressed in the Chapter 1 law and how each element impacts on an instructional program in reading.

I have prepared a handout, which comprises appendix A, comparing the Title I law and the Chapter 1 law as they address these organizing elements of an instructional program in reading. Since you have the handout I shall not read the law, but I shall discuss the contents of the law.

1. Purpose of the Program:

The purpose of the program in both laws is to meet the special educational needs of educationally deprived children. Historically, these laws refer to educationally deprived children as those "children whose educational attainment is below the level that is appropriate for children for their age."

2. Teacher Involvement/Parent Involvment:

In organizing a reading program it is necessary to have a task force of those who are concerned with the improvement of reading. Such is the function that has been written into the law in both Title I and Chapter 1 for teacher and parent involvement. However, in the Chapter 1 law, the role of parent involvement has been significantly deminished. In Massachusetts, Chapter 1 programs recognize the important role that parent involvement plays, and Chapter 1 programs are supporting this strongly at both the local and state levels.

3. Needs Assessment:

In organizing an instructional program, the specific focus of the instructional program must be determined through a needs assessment, the identification of specific data and documentation on the extent of the needs to be met. The needs assessment to determine the focus of the program is conducted in two parts:

1) a survey questionnaire (see Appendix B)

2) aggregation of system wide standardized test score data.

In Massachusetts in 1980 seventy-two percent of Title I children were serviced with a Title I reading program. Once the focus of the program has been determined, in this case reading, then there is made an annual assessment of educational needs of educationally deprived children in all eligibile attendance areas within a community. Both the Title I and Chapter 1 laws contain a mandate for a needs assessment.

4. Objectives:

After the needs assessment has been conducted, then a determination is made to identify the specific objectives of the program, objectives which relate directly to the expected achievement. Both the Title I and Chapter 1 laws contain a mandate to determine the objectives of the program.

5. Scheduling:

The term scheduling is used to indicate that students

should attend the supplementary reading program for a sufficient amount of time in order to be able to have their reading needs met. In organizing a reading program both Title I and Chapter 1 laws contain a mandate to require a program to be designed with sufficient size, scope, and quality.

6. Student Selection:

Most reading programs have some sort of criteria for determining which children may be serviced by the program. Since there isn't enough money to service all children, both the Title I and Chapter 1 laws mandate that educationally deprived children who have the greatest need must be identified for service.

An individual community then develops its own criteria for student selection. Cambridge has used a multifactor criteria based on a recent standardized test score on file, a report card grade, and a teacher recommendation (see Appendix C) throughout the listed categories. This student selection procedure was developed under Title I and continues to be used in Chapter 1.

7. Materials:

Both Title I and Chapter 1 law provide for the purchase of instructional materials to support the reading program. The instructional materials are selected by the local community.

8. Evaluation:

In order to determine how effective an instructional program is, there is a report made to evaluate the success of the program and to identify

any weakness in the program. Both Title I and Chapter 1 laws mandate evaluation, however, the evaluation requirements for Chapter 1 are less specific as the law does not provide for aggregating the data across communities or states.

Since the eight organizing elements which have been the cornerstone of the Title I instructional programs in reading are still present in the Chapter 1 law, I feel that local communities can expect to have Chapter 1 continue to provide successful reading programs. However, there is a cautionary note, the role of parents and evaluation has been weakened in the new Chapter 1 law. These are the only changes relating to the instructional programs. In order to have Chapter 1 programs continue to be as successful as Title I programs were, it is going to be necessary for local communities to continue to support parent involvement and evaluation. In my opinion, it is only by exceeding the dictates of the law in these two areas, that local communities may continue to have Chapter 1 to be as effective as was Title I.

Throughout my remarks, I have confined the discussion to the organizing elements and management of a reading program, organizing elements which the law addresses. However, there is more than the skeleton to a reading program. The Chapter 1 law, like the Title I law provides the skeleton for a reading program. It is the responsibility of the individual community where the reading program is located to secure professionally qualified staff, to determine and

develop the philosophy of the Chapter 1 reading program, to provide professional development opportunities for the Chapter 1 staff, and to provide a mechanism for the Chapter 1 program to remain in a live, dynamic state, so that new practices and strategies for teaching reading can be incorporated into the Chapter 1 program of the individual community.

To me as a local director, it is this local flexibility of developing and maintaining the Chapter 1 reading program, as was similarly allowed under Title I, that serves as one of the most interesting aspects of the program, as well as why, I feel, that local communities will continue to find that Chapter 1 programs meet the needs of the children who are serviced.

Appendix A

Appendix A

Organization and Management of a Chapter 1 Instructional Program in Reading*

Whether initiating a Chapter 1 instructional program in reading or working to improve an existing Chapter 1 reading program, there are specific elements involved in the organization and management of an effective instructional program. Many of these organizational and management elements of an effective program were addressed in the Title I, E.S.E.A. law and regulations and continue to be addressed in the Chapter 1, E.C.I.A. law or pending regulations.

1. PURPOSE OF PROGRAM -- The program is described in the regulations as:

Sec. 124. (a) PURPOSE OF PROGRAM.—A local educational agency may use funds received under this title only for programs and projects which are designed to meet the special educational needs of the children referred to in section 123.

P.L. 95-561 sec. 124 (a)
Title I, E.S.E.A.

PROGRAM DESCRIPTION.—A local education agency may u funds received under this chapter only for programs and project which are designed to meet the special educational needs of educationally deprived children identified in accordance with sec tion 556(b)(2), and which are included in an application for assistance approved by the State educational agency.

P.L. 97-35 sec.555 (c)
Chapter 1, E.C.I.A.

2. TEACHER INVOLVEMENT/PARENT INVOLVEMENT-- In the planning and implementation of the instructional program, teachers and parents should be involved.

(i) TEACHER AND SCHOOL BOARD PARTICIPATION.—A local educational agency may receive funds under this title only if teachers in schools participating in programs assisted under this title, and school boards or comparable authority responsible to the public with jurisdiction over the schools, have been involved in planning for those programs and will be involved in the evaluation thereof.

(j) PARENT PARTICIPATION.—A local educational agency may receive funds under this title only if parents of children participating in programs assisted under this title are permitted to participate in the establishment of such programs and are informed of, and permitted to make recommendations with respect to, the instructional goals of the program and the progress of their children in such program, and such parents are afforded opportunities to assist their children in achieving such goals.

P.L. 95-561 sec 124(i) (j)
Title I, E.S.E.A.

(3) are of sufficient size, scope, and quality to give reasonable promise of substantial progress toward meeting the special educational needs of the children being served and are designed and implemented in consultation with parents and teachers of such children;

P.L. 97-35 sec.556(b)(3)
Chapter 1, E.C.I.A.

*According to the 1980 Massachusetts Title I Evaluation Report, 72% of the Title I students were serviced with a reading program.

3. NEEDS ASSESSMENT-- The identification of specific data and documentation on the extent of the needs to be met in the area of the program (reading).

(b) ASSESSMENT OF EDUCATIONAL NEED.—A local educational agency may receive funds under this title only if it makes an assessment of educational needs each year to (1) identify educationally deprived children in all eligible attendance areas and to select those educationally deprived children who have the greatest need for special assistance; (2) identify the general instructional areas on which the program will focus; and (3) determine the special educational needs of participating children with specificity sufficient to facilitate development of high-quality programs and projects.

P.L. 95-561 sec. 124 (b)
Title I, E.S.E.A.

(2) are based upon an annual assessment of educational needs which identifies educationally deprived children in all eligibl attendance areas, permits selection of those children who ha the greatest need for special assistance, and determines the needs of participating children with sufficient specificity to ensure concentration on those needs;

P.L. 97-35 sec. 556 (b)(2)
Chapter 1, E.C.I.A.

4. OBJECTIVES-- Having completed the needs assessment survey, a determination is able to be made of the objectives of the program, objectives that relate directly to the expected achievement.

(b) ASSESSMENT OF EDUCATIONAL NEED.—A local educational agency may receive funds under this title only if it makes an assessment of educational needs each year to (1) identify educationally deprived children in all eligible attendance areas and to select those educationally deprived children who have the greatest need for special assistance; (2) identify the general instructional areas on which the program will focus; and (3) determine the special educational needs of participating children with specificity sufficient to facilitate development of high-quality programs and projects.

P.L. 95-561 sec. 124 (b)
Title I, E.S.E.A.

(2) are based upon an annual assessment of educational needs which identifies educationally deprived children in all eligibl attendance areas, permits selection of those children who ha the greatest need for special assistance, and determines the needs of participating children with sufficient specificity to ensure concentration on those needs;

P.L. 97-35 sec. 556 (b)(2)
Chapter 1, E.C.I.A.

5. SCHEDULING-- There should be provided sufficient time to allow students to attend a supplementary reading program so as to be able to meet the needs of the students.

(d) SUFFICIENT SIZE, SCOPE, AND QUALITY.—A local educational agency may use funds received under this title only for programs and projects which are of sufficient size, scope, and quality to give reasonable promise of substantial progress toward meeting the special educational needs of the children being served.

P.L. 95-561 sec. 124(d)
Title I E.S.E.A.

(3) are of sufficient size, scope, and quality to give reasonable promise of substantial progress toward meeting the special educational needs of the children being served and are desig ed and implemented in consultation with parents and teache of such children;

P.L. 97-35 sec. 556 (b)(3)
Chapter 1, E.C.I.A.

6. STUDENT SELECTION-- There are specific guidelines on the identification of students who can be serviced in the program.

SEC. 123. (a) GENERAL PROVISIONS.—Except as provided in subsections (b), (c), and (d) of this section and section 133, a local educational agency must use funds received under this title for educationally deprived children, identified in accordance with section 124(b) as having the greatest need for special assistance, in school attendance areas or schools satisfying the requirements of section 122.

P.L. 95-561 sec. 123 (a)
Title I, E.S.E.A.

(b) ASSESSMENT OF EDUCATIONAL NEED.—A local educational agency may receive funds under this title only if it makes an assessment of educational needs each year to (1) identify educationally deprived children in all eligible attendance areas and to select those educationally deprived children who have the greatest need for special assistance; (2) identify the general instructional areas on which the program will focus; and (3) determine the special educational needs of participating children with specificity sufficient to facilitate development of high-quality programs and projects.

P.L. 95-561 sec. 124 (b)
Title I, E.S.E.A.

(c) *PROGRAM DESCRIPTION.*—A local education agency may u funds received under this chapter only for programs and projec which are designed to meet the special educational needs of educationally deprived children identified in accordance with se tion 556(b)(2).

P.L. 97-35, sec. 555 (c)
Chapter 1, E.C.I.A.

(1) (A) are conducted in attendance areas of such agency havi the highest concentrations of low-income children;

P.L. 97-35, sec. 556 (b, (1)
Chapter 1, E.C.I.A.

(2) are based upon an annual assessment of educational needs which identifies educationally deprived children in all eligibl attendance areas, permits selection of those children who ha the greatest need for special assistance, and determines the needs of participating children with sufficient specificity to ensure concentration on those needs;

P.L. 97-35 sec. 556 (b)(2)
Chapter 1, E.C.I.A.

7. MATERIALS-- Instructional materials should be available to meet the particular needs of the students to be serviced.

Such programs and projects may include the acquisition of equipment, payments to teachers of amounts in excess of regular salary schedules as a bonus for service in schools serving project areas, the training of teachers, and, where necessary, the construction of school facilities, and planning for such programs and projects.

P.L. 95-561 sec. 124(a)
Title I, E.S.E.A.

Such program and projects may include the acquisition of equipment and instructional materials, employment of special instructional and counseling and guidance personnel, employment and training of teacher aides, payments to teachers of amounts in excess of regular salary schedules as a bonus for service in schools servin project areas, the training of teachers, the construction, where necessary, of school facilities, other expenditures authorized under title I of the Elementary and Secondary Education Act as in effect September 30, 1982, and planning for such programs an projects.

P.L. 97-35 sec. 555C
Chapter 1, E.C.I.A.

8. EVALUATION AND REPORTING-- An annual report is made to evaluate the success of a program and identify the weaknesses of the program and/or to report aspects of the program that are of interest to the public or other educators.

(g) EVALUATIONS.—A local educational agency may receive funds under this title only if—

(1) effective procedures are adopted for evaluating, in accordance with the evaluation schedule promulgated by the Commissioner under section 183(g), the effectiveness of the programs assisted under this title in meeting the special educational needs of educationally deprived children;

(2) such evaluations will include, during each three-year period, the collection and analysis of data relating to the degree to which programs assisted under this title have achieved their goals, including the requirements of section 130, and will also include objective measurements of educational achievement in basic skills over at least a twelve-month period in order to determine whether regular school year programs have sustained effects over the summer; and

(3) the evaluation will address the purposes of the programs, including the requirements of section 130, and the results of the evaluations will be utilized in planning for and improving projects and activities carried out under this title in subsequent years.

(h) INFORMATION DISSEMINATION.—A local educational agency may receive funds under this title only if effective procedures are in existence for acquiring and disseminating to teachers and administrators significant information derived from educational research, demonstration, and similar projects, and for adopting, where appropriate, promising educational practices developed through such projects.

P.L. 95-561 sec. 124(g)(h)
Title I, E.S.E.A.

(4) will be evaluated in terms of their effectiveness in achieving the goals set for them, and that such evaluations shall include objective measurements of educational achievement in basic skills and a determination of whether improved performance is sustained over a period of more than one year; and

P.L. 97-35 sec. 556 (b)(4)
Chapter 1, E.C.I.A.

Appendix B

CAMBRIDGE SCHOOL DEPARTMENT
EAST CAMBRIDGE ADMINISTRATIVE CENTER
159 THORNDIKE STREET
CAMBRIDGE, MASSACHUSETTS 02141

Dr. Diane E. Bushner
Director, Title I

TITLE I PROGRAMS
498-9234

Ms. Sandra G. Spooner
Assistant Director, Title I

Needs Assessment Questionnaire

The Cambridge School Department receives Title I federal funds to supplement programs provided by the schools. To place the funds in instructional areas where they are most needed, we want your opinions. The information you give us will be used to develop a proposal to meet the specific areas of need identified in this survey.

Kindly take a few minutes from your busy schedule to complete and return this brief questionnaire.

Please check only one of the boxes below to indicate the group you represent. (If you are a member of more than one group, please check the box of the group which is most involved in Title I.)

1. ☐ Title I Parent Advisory Council Member
2. ☐ Parent of Child in Title I Program
3. ☐ Parent of Child NOT in Title I Program
4. ☐ Community Agency Member
5. ☐ School Administrator
6. ☐ Central Office Administrator
7. ☐ Elementary School Teacher
8. ☐ High School Teacher
9. ☐ Title I Teacher
10. ☐ Paraprofessional
11. ☐ Title I Instructional Aide
12. ☐ Elementary Student
13. ☐ High School Student
14. ☐ Other _____
(Please specify.)

Note: The questionnaires that follow deal with three levels of schooling--Early Childhood, Elementary, and Secondary. You are encouraged to complete the items for all three levels. If you prefer, however, you may complete items for the school level(s) appropriate to your interests only.

Directions: For early childhood education, please indicate how much each instructional area is needed, by circling the appropriate number, ranging from a low of 1 (little or no need) to a high of 3 (great need).

Early Childhood (Includes Pre-School and Kindergarten)			
	Little or No Need	Some Need	Great Need
1. PRE-READING ACTIVITIES	1	2	3
2. LANGUAGE DEVELOPMENT (speaking, listening and vocabulary)	1	2	3
3. PRE-MATH ACTIVITIES (understanding ideas such as bigger than, smaller than, less than, etc.)	1	2	3
4. MOTOR SKILLS (walking, running, balancing, throwing, etc.)	1	2	3
5. CREATIVE EXPRESSION (music, drama, art, dance, etc.)	1	2	3
6. SOCIAL DEVELOPMENT (getting along with other people, sharing)	1	2	3
7. DEVELOPING A POSITIVE SELF-IMAGE	1	2	3
8. PARENT INVOLVEMENT ACTIVITIES	1	2	3
9. OTHER (Please write in.) _____	1	2	3

Directions: For the two levels below, please indicate how much each instructional area is needed, by circling the appropriate number, ranging from a low of 1 (little or no need) to a high of 3 (great need).

	Elementary Grades 1-8			Secondary Grades 9-12		
	Little or No Need	Some Need	Great Need	Little or No Need	Some Need	Great Need
10. READING	1	2	3	1	2	3
11. LANGUAGE DEVELOPMENT (speaking and listening)	1	2	3	1	2	3
12. WRITING SKILLS AND COMPOSITION	1	2	3	1	2	3
13. MATHEMATICS	1	2	3	1	2	3
14. CAREER AWARENESS (job opportunities and decision making)	1	2	3	1	2	3
15. CREATIVE EXPRESSION (music, drama, art, dance, etc.)	1	2	3	1	2	3
16. SOCIAL DEVELOPMENT/ DEVELOPING A POSITIVE SELF-IMAGE.	1	2	3	1	2	3
17. PRACTICAL LIFE SKILLS (using reading and math skills to make change at the store, to follow directions, to prepare tax returns, etc.)	1	2	3	1	2	3
18. PARENT INVOLVEMENT ACTIVITIES	1	2	3	1	2	3
19. OTHER (Please write in.) _____	1	2	3	1	2	3

Additional comments may be made on the reverse side. Thank you for completing this questionnaire.

Comments: _____

_____

_____

_____

_____

_____

Appendix C

CHAPTER I PROGRAMS
PROJECT D.I.R.E.
CAMBRIDGE SCHOOL DEPARTMENT
CHART OF STUDENT SELECTION PROCESS

CATEGORY	REPORT CARD GRADE AVERAGE IN READING (ELEM)	MOST RECENT STANDARDIZED TEST SCORE IN READING*	TEACHER RECOMMENDATION NEEDED
1	Students enrolled in Title I during the 1981-1982 school year, who have not yet achieved the fortieth percentile of proficiency according to the April Title I post test on the Metropolitan Achievement Test, 1978 edition.		
2	D or F	31st percentile and below	no
3	D or F	No score available**	yes
4	D or F	31st to 40th	no
5	C	31st percentile and below	yes
6	C	No score available**	yes
7	C	31st to 40th percentile	yes
8	B	31st percentile and below	yes
9	B	No score available**	yes
10	B	31st to 40th percentile	yes

*When the Stanford Achievement Test is used as the screening test, the Reading Comprehension subtest will be used as the reading screening score.
**Title I will administer a screening test to students in this category.